



STRATEGIC POLICING AND CRIME BOARD 5th September 2017

HIDDEN CRIMES AND REPORTING

PURPOSE OF REPORT

1. The purpose of this report is to update the Commissioner and the Strategic Policing and Crime Board on progress towards delivery of the objectives set out in the Police and Crime Plan that relate to "hidden crimes".

BACKGROUND

2. Hidden Crimes are defined in the Police and Crime Plan as:
 - *Domestic abuse (DA)*
 - *Child abuse (CA)*
 - *Adults at Risk (AAR)*
 - *Child sexual exploitation (CSE)*
 - *Female genital mutilation (FGM)*
 - *Forced marriage (FM)*
 - *Honour based abuse (HBA)*
 - *Modern slavery (MS)*
 - *Human trafficking (HT)*
 - *Hate crimes*
 - *Gender selective abortion*
3. The Police and Crime Plan identifies the following as objectives in tackling hidden crimes:
 - Increased reporting and accurate recording
 - Improving the response to domestic violence
 - Progress of MASHs across the force and any issues arising
 - Improved intelligence and data sharing between partner agencies
 - Improved and standardised operational practice in the responses to hidden crimes
 - Improved identification and targeting of perpetrators, with stronger offender management
 - Progress on the growing issue of migrant children
 - Progress of Sentinel initiatives

4. This report will outline West Midlands Police (WMP) response to hidden crimes and the work undertaken in support of the Police and Crime Plan.

GOVERNANCE AND STRATEGIC OVERSIGHT

5. Assistant Chief Constable (ACC) Alex Murray, is responsible for the governance and strategic oversight of hidden crimes within the crime portfolio.
6. Detective Chief Superintendent (DCSU) Claire Bell is the head of the Public Protection Unit (PPU) and is supported by three Detective Superintendents namely: DSU Sally Holmes strategic business lead for Domestic Abuse, DSU Paul Drover strategic business lead for Child Abuse and Child Sexual Exploitation, and DSU Nick Walton strategic business lead for Sexual Offences Team (SOT), Modern Slavery and Human Trafficking.

OVERVIEW

7. There are established practices between WMP and partner agencies for joint working to raise awareness of hidden crime across the region, in particular crime affecting those who are most vulnerable and from new and emerging communities, as well as recognising the need for increased collaborative working to protect communities from harm.
8. During the last 12 months there has been an increase in reporting from victims of all hidden crime, which illustrates that the steps put in place to improve the trust and confidence of our most vulnerable victims are working.
9. In June 2014, in recognition of increased reporting and greater focus on vulnerability, WMP made a significant investment of staff into the PPU, affecting all teams and geographic locations. Further investment was made in 2016/17 and in July 2017 a six month *Redesigning Public Protection* project commenced to ensure that WMP remains positioned to continue to prioritise and respond to the increasing, changing and emerging threats in this area.
10. The PPU comprises of dedicated teams of Domestic Abuse and Child Abuse Investigators across each of the seven Local Authority areas, a dedicated Adults at Risk Team, and a specialist Central Referral Unit (CRU) that covers the whole of the force area and receives referrals from all partner agencies. In addition, seven multi-agency child safeguarding hubs (MASH) for Coventry, Solihull, Sandwell, Birmingham, Walsall, Wolverhampton and Dudley have been established. The success of this approach has resulted in Wolverhampton partnership introducing an Adult MASH, with Dudley partnership planning to follow suit by the end of 2017.
11. In addition there has been an investment of staff into the PPU through the introduction of Police Staff Investigators (PSI) who were recruited into the Domestic Abuse and Child Abuse areas of the PPU to support increasing demand. They were initially recruited on a temporary basis, with a recruitment programme currently underway to replace them with permanent staff. This will be completed by March 2018.
12. There has been on-going and effective engagement with both statutory and non-statutory partners including CPS, Local Safeguarding Children Boards, Local Safeguarding Adult Boards, Health, Education, Local Authorities, Strategic Safer Partnership Boards and Health & Well Being Boards which has enhanced the performance and working practices of all involved. This will be outlined throughout this report in more detail.

PREVENTING VIOLENCE AGAINST VULNERABLE PEOPLE (PVVP)

13. There is substantial commitment from the seven Local Authorities and WMP to address hidden crime through the Preventing Violence against Vulnerable People (PVVP) Programme. The PVVP Governance Board is jointly chaired by ACC Alex Murray and Nick Page Chief Executive, Solihull Metropolitan Borough Council. The PVVP Board provides executive leadership, oversight, support and challenge in delivering the PVVP mission which identifies that:

We have collective responsibility to protect those who are the most vulnerable in our society – children, young people and vulnerable adults – and we discharge this through;

- *Prevention – engaging communities through awareness raising, early intervention and culture change,*
- *Protection – safeguarding those at risk and supporting those affected,*
- *Justice – holding offenders to account and preventing reoffending.*

Our approach will be integration, not partnership, and we will transform our delivery of core public services as a result.

14. Integrated working and development has continued to flourish. Notable examples include:

- Modern Slavery and Human Trafficking – the development of localised practice, supported through the recently established West Midlands Regional Modern Slavery and Human Trafficking Board, chaired by DSU Nick Walton.
- Following the launch of the Regional Domestic Violence and Abuse Standards, an audit and benchmark of practice against these standards is being developed. Additional funding has been received following a regional bid, to further support the development of domestic abuse services across the region.
- Similarly, regional standards for service delivery for victims and survivors of rape and sexual violence were launched in the autumn of 2016. Currently an audit template is being finalised for implementation, the ultimate aim of which is to further improve and develop services across the region for victims and survivors. This group is chaired by DCSU Claire Bell.
- Other work-streams in respect of honour based abuse and forced marriage have been developed to look at our regional approach and the development of integrated working across the metropolitan area of the seven Local Authorities and WMP.
- The regional Female Genital Mutilation (FGM) Task-Force, is due to report again shortly to the Police and Crime Panel (PCP). A previous summary of activity was presented to the PCP towards the end of 2016.
- Other work has focussed upon the support to and delivery of workshops and conferences which have included prevention and early intervention, Child Sexual Exploitation (CSE) and Missing. Following the re-launch of the regional Disruption

Toolkit, in conjunction with Coventry Legal Services and WMP, it is important to identify that this good practice is being considered nationally.

15. Progress and the development of integrated practice has also been achieved through CSE and Missing work streams, which includes the continued development of the regional *See Me Hear Me Campaign*, which has delivered key messages through a variety of media channels across the West Midlands to young people, families, and communities (see CSE section).
16. It is notable that WMP and designated staff have made a considerable contribution to the development and work of the PVVP Programme. Moving forward, there continues to be significant development of the programme, a key element of which is to commission an evaluation of the PVVP programme during 2017/18 which will further inform and develop practice, to improve service provision to victims and survivors of hidden crimes as well as our communities.
17. The Board has been extremely influential in bringing partner agencies together to achieve a shared objective and vision through dialogue and integrated working across partnerships.

SERVICE DELIVERY

18. The approach taken to prevent, identify and support hidden crime victims, and disrupt and pursue offenders is delivered through a range of interconnected operational activities. For the purposes of this report the overarching operation (Sentinel) and each hidden crime are outlined individually to allow progress against each one to be considered.

SENTINEL

19. Sentinel is a long term police initiative that was implemented in 2013 to raise awareness of hidden crime. Feedback informs us that Sentinel is now embedded locally and nationally and is recognised as a brand in its own right in relation to hidden crime. The initiative is aimed at enhancing the service provided by WMP and its partners to victims across the force area, who remain hidden and silent for a number of reasons. These reasons can include mistrust of statutory agencies, fear for personal safety and the influence of family, cultural beliefs and behaviour.
20. Sentinel has given particular focus during planned periods to the following hidden crimes: Domestic Abuse, Child Abuse, Child Sexual Exploitation, Modern Slavery, Human Trafficking, Forced Marriage, Honour Based Abuse and Female Genital Mutilation.
21. To date there have been three phases of Sentinel which have included a wide range of bespoke awareness campaigns, initiatives, training inputs and conferences to ensure a collective raised awareness amongst police staff, partners, victims and communities.
22. Sentinel 4 is to be launched in September 2017, where Superintendent Richard North from Coventry NPU will take over as the Sentinel lead. This next phase will run for a further three years, with a specific focus on Domestic Abuse, Child Abuse, Child Sexual Exploitation, Missing People and Modern Slavery (which includes forced labour, sexual exploitation, human trafficking and domestic servitude).
23. Lessons learnt from Sentinel 1, 2 and 3, HMIC and Ofsted Inspections, Peer Reviews and Serious Case Reviews, Serious Adult Reviews and Domestic Homicide Reviews

undertaken during 2015 and 2016, will serve as legacies to focus current and future activity.

24. There will be 5 strands under-pinning Sentinel activity:

- *Back to Basics – striving to get our response right the first time and testing this happens,*
- *Voice of the Victim – recognising the lived experience of the victim,*
- *Enhance the learning and understanding of hidden crime - value and give our staff the appropriate skills and training,*
- *Partnership Working - sustain and improve partnership working in support of vulnerable people,*
- *Intervention and Prevention - breaking the cycle.*

DOMESTIC ABUSE (DA)

25. WMP has seen the trend for year on year increases in domestic abuse reporting continue. Between April 2016 and March 2017, WMP received 53,476 reports of domestic abuse related crime and non-crime incidents, an increase from 52,886 reported the previous year. There has been a 27% increase in reporting over the last three years with the 2013/14 figure being 42,256.

26. Recent investment by the PPU and Neighbourhood Policing Units (NPU) in tackling the number of outstanding domestic abuse calls for service, has seen levels drop by approximately 70%. Work is now being undertaken to understand how the increased investment and focus can become incorporated into business as usual in order to ensure that reductions made are sustainable moving forward.

27. MARAC (Multi-Agency Risk Assessment Conference) remains a priority for WMP and we continue to drive a consistent approach across the seven Local Authority areas. WMP has an overarching improvement plan for MARAC, but in addition to this each area is working towards the Safelives recommended areas for improvement. MARAC support provision currently varies across the area and WMP is attempting to address this in consultation with the PCC.

28. The College of Policing are currently revising the domestic abuse risk assessment tool (DASH), designed to improve attending officer's ability to identify coercive and controlling behaviour as a more accurate predictor of future risk rather than just violence or level of injury. WMP have been one of four pilot forces. The data collection phase of the pilot has recently concluded and the results are being evaluated with recommendations expected in early 2018. In July 2017 the Force Executive Team determined WMP would recommence risk assessing at all domestic abuse incidents. A task and finish group and implementation plan is now in place. Policy has been amended and the development of a suitable mobile APP is being developed. This will be finalised and ready to be used with current DASH risk assessments by the end of October 2017. WMP will then be well placed to adopt the new risk assessment tool in 2018 when launched by the College of Policing.

29. West Midlands Police have invested in a pilot project across Birmingham to improve the utilisation of Domestic Violence Prevention Orders (DVPOs) as an additional safeguarding measure where no alternative enforcement options are available. The

pilot has significantly improved the utilisation of DVPOs across Birmingham as well as the streamlining and efficiency of the DVPO application process. Police staff investigators will continue to undertake this role in Birmingham and work will now commence to roll out the approach force-wide.

30. Body Worn Video (BWV) has been rolled out across all Force Response teams and has greatly improved the ability of initial responding officers to capture key and impactful evidence when attending reported incidents of domestic abuse. BWV footage can provide excellent res gestae evidence. Res gestae is a legal term which very simply means 'things done' to help prove that an event occurred. During the pilot phase of the BWV roll out in 2016, results included;

- A 10% increase in charges;
- A 9% increase in early guilty pleas;
- A reduction of 13.5% in length of case duration.

Therefore, BWV greatly assists a prosecution to successfully proceed where it might not otherwise have done. The PPU have appointed a BWV lead who is working closely with the BWV project to further improve the utilisation of BWV by Force Response.

31. The apprehension of domestic abuse offenders is managed through a range of connected forcewide tasking and assessment processes. This includes operational reviews within the domestic abuse teams, monitoring the number of offenders and the risks they pose through daily and weekly tasking and review meetings, and broader assessment of the working practices at fortnightly domestic abuse meetings. Recent amendments to, and reinvigoration of the Domestic Abuse Arrest Ready Targets (DAART) process, coupled with a focus on the arrest of these offenders through the Force Daily Threat Review Meeting (TRM) and the weekly Force Service Improvement Meeting (FSIM) has provided clear governance and accountability for this area of business.

32. Since November 2016 domestic abuse offender management sits within Local Offender Management Units (LOMU's). LOMU's manage the following DA offenders:

- High risk DA cases - all cases reviewed, case management selection determined following a nationally recognised evidence based selection tool (DA-ORAT: DA Online Risk Assessment Tool)
- Serial DA Perpetrators – Selected following a risk based assessment.
- Resettlement Team cases. Any offender identified via the Resettlement Team that presents an on-going high risk of DA perpetration. Resettlement Teams will screen offenders being released back into communities for previous high risk DA flags, irrespective of their index offence.
- High risk offenders being managed in other cohorts, where DA is a feature in their offending. Selected following a risk based assessment within the LOMU about who, and where best, they are managed.

33. Case management arrangements vary across the force area with some areas having DA focused ODOC (panel meetings with key partners) whilst others utilise the MARAC

forum. This is currently being reviewed with IOM and PPU DA leads with academic scrutiny as part of the review.

34. Domestic Violence Perpetrator Programmes (DVPP) are seen as an effective change intervention. The PCC has recently launched a DVPP geared towards DA where there is a child at risk. This is coupled with victim support and an awareness of coercive control and tactics used by perpetrators to ensure risks are monitored and managed.
35. Offender Managers (OM) are developing effective practise and greater understanding of what works in the tactical delivery of case management for domestic abusers. As part of this learning, regular meetings take place with DA OM leads from each LOMU (Sgt level representation) to share experiences and tackle barriers to effective practise. This group has standardised processes for safer engagement, shared learning for obtaining and enforcing civil tool and other preventative orders and acts as a working group to drive effective offender management of domestic abusers.
36. In July 2017 a pilot initiative called *Project CARA* was commenced by WMP working in partnership with The Hampton Trust and local partners. Domestic abuse offenders in the pilot who are eligible for an Adult Caution will instead take part in a Police Community Resolution for a low severity domestic abuse offence, provided that they attend and complete two motivational interview sessions designed to prevent further domestic abuse offending. The participants will be given support and increased awareness of the impact of their abuse on themselves, their partner and children. Failure to complete the required sessions will result in the offender receiving an Adult Caution. The project builds on a successful pilot which took place in Hampshire, where re-offending was reduced, and aims to test whether the results are replicable within different demographics. The pilot will predominantly take place in Sandwell and Dudley and will be subject of a randomised controlled trial to ensure robust evaluation.
37. All Domestic Abuse Teams can now refer offenders onto an alcohol related DA course where their offence (through admission or evidence) has a known alcohol link (referral or alternative to a criminal justice outcomes if deemed appropriate). Work exists to increase referrals and a communication plan is in place to inform investigators of the benefits to making routine referrals. These courses are also available for referral/consideration by Multi Agency Safeguarding Hubs where domestic abuse and alcohol features and children are present in the household.
38. PPU hold internal fortnightly Domestic Abuse performance meetings to ensure that standards are maintained across key areas of service delivery. This is complemented by a regular external performance meetings with the Crown Prosecution Service (CPS). This joint focus on maintaining service delivery to victims has increased the WMP rate of guilty pleas and convictions.
39. PPU continually seek to improve and have regular internal peer reviews which are carried out between the domestic abuse teams to ensure local best practice can be adopted force wide. A recent initiative has also seen WMP PPU conduct a peer review of Greater Manchester Police's (GMP) Domestic Abuse Department, which GMP reciprocated earlier this year. This cooperation has enabled learning and development opportunities to improve domestic abuse service delivery in both forces.
40. WMP seeks to improve the victim's journey. A recent victim satisfaction survey demonstrated that victims of domestic abuse reported a higher level of overall satisfaction than other crime victims, however there were areas identified for improvement such as ensuring victims receive regular feedback and updates in line

with the Victim's Code. WMP has also commenced an independent scrutiny panel to review domestic abuse and rape cases with a clear focus on the victim experience.

41. WMP include exploration of the *Voice of the Child* within Domestic Abuse dip samples of both primary and secondary investigations and within Sentinel initiatives. Results from the dip samples and feedback during HMIC inspections have shown good awareness and improvement in this area. The force can however improve further and so continues to monitor, raise awareness and share learning.
42. All improvement recommendations are driven and tracked by the Domestic Abuse Lead Superintendent.

CHILD ABUSE (CA)

43. WMP has seen reports of child abuse increase from 18,179 in 2015/16 to 21352 in 2016/17. There has been 77% increase in reports recorded by WMP in the last three years. These increases reflect the national trends of child maltreatment, sexual abuse and CSE.
44. All seven Local Authorities now have MASH in operation supported by staff from the PPU to ensure WMP's commitment to the Children Act 2004 and Working Together to Safeguard Children. Over the last twelve months specialist detectives have been aligned to support MASH in providing a consistent, high quality first response to safeguarding children and criminal investigations. Working directly with partners in Social Care and Health to ensure the appropriate sharing of information and placing the child at the centre of decision making. Lead officers for MASH meet quarterly to assist in overcoming issues and to develop practice with the first regional training input scheduled for October 2017.
45. WMP have seen several high profile child abuse investigations over the last 12 months. The use of the partnership intelligence and offender mapping has driven successful proactive investigations into high harm and prolific offenders. The effective use of intelligence has been key to notable investigations such as Operation Scimitar (see CSE section). The use of civil orders such as Sexual Risk Orders (SROs) have also been used to great effect in disrupting and preventing offending across the region.
46. WMP is committed to early intervention and the prevention of harm to children. Using data from police and social care, child maltreatment has been profiled across the region. Whilst still in an early stage, the intention is to use this data to inform the WMP 'Early Help' offer. Working alongside Family Support, Health and partners from the voluntary sector, NPU's will work jointly to intervene early and support families to prevent harm to children. In addition, the force has begun trials in Dudley of early information sharing with schools when their pupils have been exposed or subject to domestic abuse allowing teachers to provide crucial support. This is a national initiative called 'Operation Encompass'.
47. Training and professional development underpins the drive of WMP for improved and consistent practice relating to child abuse. Through Operation Sentinel all officers have received inputs in relation to child abuse, CSE and the importance of *Voice of the Child* in decision making and actions. Child Abuse Investigators receive bespoke training and accreditation to allow them to conduct their role. Supported by annual development days, joint partnership training and inputs to ensure practitioners are informed and improve consistency of service.

48. Within the PPU there is a programme of dip sampling of investigations, peer review of teams and performance review within a monthly meeting with Inspectors to ensure consistency of practice and continuing drive for improved performance. This is owned and driven by the Child Abuse Lead Superintendent.
49. Feedback forms an important element of improving operational practice. Close relationships with CPS, independent scrutiny panels and structured partnership debriefs all contribute to internal reviews to improve practice and deliver a consistent service.

CHILD SEXUAL EXPLOITATION (CSE)

50. WMP use the latest HM Government statutory definition of child sexual exploitation (Feb 2017):

“Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.”

51. CSE continues to have national threat status and remains a priority for the force. WMP work as a partnership with the seven LSCB's in accordance with the regional *See Me, Hear Me* Framework.
52. CSE was chosen by WMP as the first area of work to be developed into a strategy using the methodology and support from business partners Accenture. The strategy was developed over an intense eight week period drawing on experience from across WMP and with input from partners. The strategy is a vision, ambition and plan that will guide WMP's response to CSE within the regional CSE framework. The strategy covers all staff and officers of WMP and will be delivered over the next three years led by DI Julie Woods (part time lead) and DS Mark Robinson (Subject Matter Expert) and strategic business lead DSU Paul Drover. It is governed under the Intervention, Prevention and Violence Board (IP&V).
53. At the end of Q4 2016/17, in the West Midlands there were 1059 children identified as at risk of or experiencing CSE. This compares to a total of 954 at Q3 2016/17. This 11% increase on the Q3 reflects a continuing trend across the 12 months. Of these children, the risk to 90 of them was deemed to have reduced over the 3 months. 52 of the children identified were at the highest level of harm (serious risk – entrenched in sexual exploitation). The number has decreased this quarter and is 5% of the total which is a continued reduction from 7% in Q3 2016/17. A key performance indicator for successful interventions is the reduction in number of young people at this threshold, while the numbers of children identified as 'at risk' increase. This would demonstrate effective intervention to safeguard young people at serious risk, and also indicate that risks are being identified earlier and at a lower level allowing for swift intervention to reduce risk and prevent harm.
54. WMP have identified 28 suspected CSE offenders during Q4 2016/2017 (113 in total since Q1 2016/17). There are currently over 70 investigations on-going that relate to at least 70 victims. Residential properties, hotels, public spaces and fast food outlets continue to be represented as locations relating to CSE and remain the focus of police and partner focus for interventions.

55. The regional CSE Co-ordinator (PVVP) publishes quarterly data sets and narrative on child sexual exploitation across the West Midlands. This is based on data from the seven local authorities within the West Midlands Region and WMP. This important data gives us an up to date picture of how many CSE victims and offenders have been recorded every quarter, with a comprehensive breakdown of the results allowing for informed resourcing decisions to be made.
56. Any location could be vulnerable to CSE. Anywhere there are children or anywhere hidden and inconspicuous. WMP identify and disrupt locations that are vulnerable to the potential for CSE, especially with the increase in online abuse and grooming, historically safer places can now contain risk as children may have significant unrestricted time with internet enabled mobile, computer and gaming devices for example in education settings and their own homes. WMP highlight potential locations which are then raised at COG meetings (CSE Operational Group) and based on the information and intelligence a decision is made around tactics to disrupt any activity at the location. These identified locations remain on the COG agenda until such time that the disruption has reduced the risk of CSE. As an example during Q1 (2017/18) over 50 locations across WMP region have been identified and will be considered for disruptive action as a result of intelligence or information relating to CSE.
57. WMP use a variety of tactics focussing on the victims, perpetrators and locations using the 'prevent, protect, justice' spectrum and 'victim, location, offender' triangle. Officers who own CSE investigations are all trained detectives and undergo serious and complex suspect and witness interview training. The newly formed Detective Academy enables detectives to complete advanced training modules giving them the skills to develop a strong investigative mind-set. This is paramount to CSE investigations.
58. There have been a number of successful, initiatives, cases and prosecutions that have had media focus. These include:
 - Operation Scimitar - WMP PPU officers in company with the multi-agency Horizon team identified a complex investigation involving the trafficking of young people in and around Coventry and the commission of serious sexual offences. The perpetrators were identified as being part of an organised crime group. Following a seven week trial at crown court all five perpetrators were convicted of a range of offences including rape, sexual assault and human trafficking offences and sentenced to a total of 42 years with individual sentences ranging between 18 months and 12 years.
 - Operation Sovereign - was the investigation into the human trafficking, rape, sexual and physical assault of two young females aged 13 and 14. Both females were lured into a vehicle by four males who purported to know them. They drove the females across the city plying them with alcohol and cigarettes. Once intoxicated the females were taken to a property and subjected to serious sexual and violent assaults. The girls were then abandoned in the early hours of the morning in the city centre. Two of the three perpetrators have since been convicted to four years and six months and nine years and six months. The third offender remains outstanding and is believed to be at an unknown location abroad. His arrest remains of paramount importance for WMP and is one of the force's most wanted suspects. Attempts to locate him include a crime watch appeal.
59. A number of multi-agency events have been held over the year, most notably in November 2016 when the regional Disruption Toolkit was re-launched, in conjunction with Coventry Legal Services and WMP.

60. Over 2016/17 the regional *See Me Hear Me* campaign has explored and used a number of new media channels to deliver key messages and to target audiences. This has resulted in a staggering increase in the number of people reached and visiting the website (119% more visitors than 2015/2016)
61. As an example of the activity that has been undertaken there was a week of action that took place during February half term 2017. This saw professionals from a variety of organisations including WMP, West Midlands Regional and Organised Crime Unit (ROCU) and British Transport Police out at key transport hubs across the region talking to members of the public, handing out literature and raising awareness. The PCC funded promotional materials for this event. WMP also developed additional artwork exclusive of the campaign which had high levels of reach on social media and won a silver award for *Best Use of Digital* at the Midlands CIPR awards for its creativity and reach.
62. Under TS1, LOMUs commenced management of CSE offender cohorts. LOMUs assess risk from identified CSE suspects or offenders using a risk matrix tool developed with ROCU. Using the network of multi-agency CSE Case Management meetings and ODOC (One Day One Conversation) meetings offenders are selected, agreed and managed.
63. WMP continue to use a variety of tactics and tools to better manage individuals that present a risk of CSE. For example four full Sexual Risk Orders were granted as a result of Operation Summer against individuals linked to CSE victims through DNA hits but who could not be charged with criminal matters.
64. The effectiveness of joint arrangements is understood and overseen through local IOM boards, who act on behalf of Community Safety Partnerships to deliver on reducing re-offending targets and strategies.
65. ODOC case management of CSE perpetrators enhances arrangements through:
 - Individual joint case management plans for CSE perpetrators,
 - Strong emphasis on *control* aspects of IOM interventions,
 - Enhanced partnership case management arrangements to improve sharing intelligence and bespoke interventions,
 - Recorded and accountable governance of interventions against known or suspected perpetrator.
66. Making use of IOM methodology to effectively manage CSE perpetrators remains untested nationally with effective practice and 'what works' still emerging. However, LOMU's are placing a strong emphasis on control actions, with any change interventions being mandated more formally through sanctioned license arrangements. They are also focused on influencing the development of national best practice and local partnership innovation.

ADULTS AT RISK

67. West Midlands Police use the National Police Chiefs Council definition of a Vulnerable Adult, which is: "*any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or*

illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

68. The levels of reporting have remained steady over the last two years with a total of 1947 crime and non-crime incidents reported during 2016/17 compared to 1923 during 2015/16. These crimes cover a broad range of incidents from physical and sexual assaults to harassment and thefts.
69. Within the PPU the Adults at Risk Team provides a consistent approach to safeguarding and investigating vulnerable adult abuse incidents, improving links with the Local Authorities. In 2015 the remit of the team was refined in line with the WMP and Partnership approaches to focus more specifically on the following areas:
 - Investigations where the suspected abuser is a person carrying out the role of ‘carer’ to the Adult at Risk,
 - Adult at Risk suspicious deaths – if this is identified as a homicide then this is transferred to the Homicide Team, if there are associated criminal matters or it remains a coroner’s file only then it remains with the Adult at Risk Team,
 - Investigations into allegation of sexual abuse where the victim is an adult at risk,
 - Investigation of incidents where a pattern or sustained or repeat targeting of an adult at risk has taken place,
 - Allegations of abuse/neglect or financial abuse where the victim and offender are adults at risk.
70. The move to a more specific remit has allowed the Adults at Risk team to work more collaboratively with partners through the local authority arrangements, and to explore how we can work with national agencies such as the Care Quality Commission to protect vulnerable adults.
71. WMP operates across seven Local Authority areas who all have different operating approaches, referral pathways, and partnership arrangements. To support the development of a consistent approach to all elements of the investigation and safeguarding activity a West Midlands Metropolitan Emergency Services Adult Safeguarding Group has been created that allows the police, fire service, ambulance service and senior managers from the seven Local Authority Adult Safeguarding teams to develop consistent working arrangements.
72. Wolverhampton Safeguarding Board created the first Adult MASH in 2016. Due to the broad range of incidents and crimes reported through the MASH we are a virtual partner, with initial assessment undertaken through the PPU Central Referral Unit (CRU). This approach allows us to undertake the assessment process in line with the Child MASH arrangements, before signposting the referral through to either the PPU Adults at Risk or Domestic Abuse teams, or the Wolverhampton NPU Partnership Team dependent upon the nature of the referral. Initial findings have been positive with an increase in incidents reported to WMP.

FEMALE GENITAL MUTILATION (FGM)

73. Female Genital Mutilation (FGM) or female circumcision/cutting is a collective term for procedures which include the partial or total removal of the external female genital

organs, or injury to the female genital organs, for cultural or other non-therapeutic reasons. FGM is a procedure which is medically unnecessary, is extremely painful, and has serious health consequences, both at the time of the procedure and in later life. It can also be psychologically damaging. A number of girls die as a direct result of the procedure, from blood loss or infection. In the longer term, women who have undergone some form of mutilation are twice as likely to die in childbirth and four times more likely to give birth to a still born child.

74. DI Wendy Bird is the WMP Part Time Lead for FGM, supported by DC Gill Squires. There are SPOCs on each child abuse team who provide single point of contact advice.
75. Operation Sentinel has provided a unique platform for raising the awareness of this form of hidden crime. Internal and external messaging for FGM has been created which includes new 2017 posters, display messaging pop-ups, support at conferences, social media support, community leaflets, cabin crew FGM leaflets and Newsbeat articles. Officers also received a hand sanitiser with FGM messaging on reminding them about FGM along with a prompt card with what to do if dealing with a case. This was funded in part by the WMP Federation.
76. From 31st October 2015 a new mandatory reporting requirement was commenced which requires regulated health, social care professionals, and teachers in England and Wales to report known cases of FGM to the police. This referral mechanism along with the FGM awareness campaign has ensured that there has been an increase in referrals from 25 being made in 2012 to 162 FGM referrals being made in 2016/17. Although there has been significant investment both to raise awareness and make potential victims more confident in reporting, there are still concerns with regard to the lack reporting.
77. Whilst nationally there have been no successful convictions specifically under the new FGM legislation, WMP have brought three charges for a father threatening to send his 21 year old daughter abroad for FGM, trying to force her into marriage and assault in May 2016. However, the victim later withdrew the allegation but a Female Genital Mutilation Protection Order (FGMPO) and a Forced Marriage Protection Order (FMPO- which is the first joint one nationally) were obtained to safeguard her. This victim felt very well supported by WMP and went to the Express and Star, Daily Mail and the Victoria Derbyshire Show to share her story and highlight the issue. WMP have in total obtained 2 FGMPO's since they were introduced nationally in 2015.
78. On 4th Feb 2017 Birmingham Against FGM (BAFGM), a group which includes WMP, held a conference at the WMP Conference Centre (Tally Ho!) for 180 multi-agency partners, including third sector organisations and survivors.
79. WMP are actively involved with Operation Limelight, an initiative at Birmingham Airport which involves intercepting passengers on incoming and outgoing flights which are bound or returning from areas of the world where FGM is conducted. The operation has proved extremely informative for police, partners and the public with regard to prevention and raising awareness.
80. WMP work also continues with the Home Office, National Stakeholder Group, Regional Stakeholder Forum, Victims Commissioner, Border Force, Crimestoppers and lead the way with other police forces having recently attended Police Scotland to present at their national FGM conference and the National Police Chief's Council (NPCC) FGM conference in London.

81. WMP recently took part in a BAFGM/CCG FGM flash mob at New Street Station to raise awareness on FGM and highlight the issues via social media. This involved children from local schools and partners from BAFGM dancing to Katy Perry's song 'Roar'.
82. WMP leads have presented to various schools, colleges, women's groups, courts, religious leaders and community groups in order to raise awareness of FGM to quell some of the myths and educate communities as to these offences. One of these groups included Project Somali in Smallheath where the event was filmed for Somali TV where DI Bird spoke about FGM and FM.

FORCED MARRIAGE (FM) AND HONOUR BASED ABUSE (HBA)

83. DI Wendy Bird is the Force Part Time Lead (PTL) for Forced Marriage (FM) and Honour Based Violence (HBV) and is supported by DS Trudy Gittins, who is the non-designated Subject Matter Expert (SME).
84. There has been no significant increase in the reporting of HBV or FM over the last 12 months and this illustrates the difficulties faced by both police and its partners to address the issues related to this hidden crime type.
85. On average WMP receive one report per week of forced marriage issues. The majority of these are non-crime cases with people contacting us because they are worried about themselves or a friend/partner being forced into marriage.
86. WMP will always prosecute where possible, however most victims do not wish to prosecute their parents; they just do not want to be forced into marriage. In the main therefore our primary role focuses on intervention, prevention, safeguarding and protection. When safeguarding, WMP work on a multi-agency platform with Education, Social Services, Health, The Forced Marriage Unit (FMU) based at the Foreign and Commonwealth Office, and other statutory and third sector organisations. An example of the success of this multi-agency partnership working was recently highlighted whereby a young woman, who had been forced into a marriage five years previously (her marriage was prior to forced marriage becoming a criminal offence and therefore the legislation could not be used), was rescued from Islamabad and safely returned to the UK. This required close tactical work between WMP, the British Consulate and Pakistan Government. The young woman is now safeguarded from further harm.
87. WMP consider and utilise civil tools to protect victims and potential victims i.e. Forced Marriage Protection Orders (FMPO's). Since March 2014, 17 FMPOs have been obtained by WMP to support victims. However, these figures do not reflect the support that WMP have given to other agencies, such as children's and adult social services, in obtaining FMPOs. Where necessary, expert witnesses in forced marriage and honour based abuse have been used in court to assist the FMPO process to get the best outcome for the victim.
88. In 2016 a FM and HBA internal policy was launched and existing supporting guidance documents (HBA/FM tactical toolkit, FM/HBA aide memoire, WMP FM/HBA Karma Nirvana Risk Assessment Tool) continue to be refreshed and disseminated through lessons learnt. In December 2016, WMP signed a joint national protocol on HBA/FM with CPS which is incorporated into staff training throughout WMP departments. A strategic assessment for HBA/FM in the form of a force problem profile was published in November 2015 and is used as a tool to inform both WMP staff and partners where our effected communities are. The problem profile shows that WMP's biggest demographic are 18-24 year old South Asian females (although not exclusively) and

therefore WMP's communication campaign has where possible, targeted this demographic.

89. WMP has created several campaigns to raise awareness of FM including a 'Flash Mob' at New Street Station (conducted by officers and staff in their own time); 'Ask Arita' problem page; Video Vlog with a FM message contained within a henna make up lesson; rescue stickers within toilets at Birmingham airport that has resulted in two rescues; the link between FM and learning disability (those who haven't the capacity to truly consent to marriage).
90. WMP hold a regional annual FM event on 14th July every year. This is the national day of remembrance for honour killing victims. Over 320 multiagency delegates attended 2017's event where feedback was exceptional and pledges were made to improve working practices and to raise awareness. The conference was featured on the national BBC news with a focus on the link between FM and the LGBT community.

MODERN SLAVERY (MS) AND HUMAN TRAFFICKING (HT)

91. DSU Nick Walton is the WMP SME for Modern Slavery/Human Trafficking (MS/HT) and is supported by the appointment of a dedicated co-ordinator (Sergeant).
92. Investigations for these crime types are held in Child Abuse Teams (PPU), Adult Rape and Serious Sexual Offences Teams (RASSO - PPU) and Force Investigations.
93. Since late 2016, the force has seen an increase in reported offences. Some of the rise is attributable to a national directive to assess all national referrals via the National Referral Mechanism (NRM) against the National Crime Recording Standards. The NRM itself is subject to review and the findings are awaited. There is an acknowledgement that increased awareness (across all agencies) has led to increases in referrals. This awareness has been raised through Sentinel initiatives both internally and with partners and the close partnership working between WMP and the West Midlands Anti-Slavery Network (WMASN). As a consequence of the NRM and raising awareness of these issues, WMP receives approximately 10 referrals per day which are then either recorded as a crime, or entered into the Intelligence system. The most recent national data has shown that WMP made more referrals into the NRM than any other UK Force.
94. There are currently approximately 10 large scale Trafficking investigations within WMP (excluding CSE).
95. The majority of WMP investigations are linked to either CSE or Labour Exploitation. It is acknowledged that there is an intelligence gap in identifying victims within the adult sex work arena. In response, WMP and partners are piloting an approach to better understand on-line sex work within Coventry. Multi-agency visits are targeted towards potentially trafficked sex workers, with the emphasis on safeguarding and intelligence retrieval. Work is also underway to profile and identify victims who are subject to broader criminal exploitation (cannabis cultivation, forced begging, shop theft). To date, the majority of referrals/victims have been within the Birmingham and Sandwell Local Authority areas.
96. WMP has agreed Guidance and a Force Delivery Plan, branded as Liberate.
97. The NPCC/NCA have mandated monthly activity across all 43 forces and other aligned agencies (Immigration and Border Force). This takes place under the banner of

Operation Aidant and is delivered as part of a broader WMP Intelligence Collection Plan. National activity is fed into a national bi-weekly task force meeting.

98. WMP are linked into the recently formed National JSTAC (Joint Slavery Trafficking Assessment Centre) and aligned Insight Team. The latter are charged with understanding the threat picture, whilst disseminating effective practice such as standardised training.
99. WMP has an internal MS/HT Task and Finish approach, chaired by T/ACC Murray. DSU Walton also chairs an internal Operations Group and a multi-agency Strategic Slavery/Trafficking Partnership. The latter is accountable to the PVVP. The governance structure aims to examine and shape structures, strategies, policies and the approach to tackling issues associated with slavery/trafficking.
100. The Strategic Partnership is working to influence localised delivery partnerships (under the CSP structure).
101. WMP was subject to a HMIC thematic inspection in early 2017. The findings are awaited.
102. WMP have over recent months launched a targeted internal and external campaign to raise awareness of MS and HT.
103. The Panel for the Protection of Trafficked Children (PPTC) is a multi-agency forum chaired by Barnardos. Representation includes Children's Services/UASC representatives from the seven West Midlands Local Authorities, Health, DWP, ROCU and WMP. It meets every six weeks in order to:
 - Work collaboratively to promote awareness of child trafficking in the West Midlands especially in the area of identification of child trafficking,
 - Where appropriate share relevant information, in line with the agreed Information Sharing Protocol, about child trafficking identified in the West Midlands,
 - Consider the referrals made to Barnardo's National Counter Trafficking Support Line in respect of identifying the movement and exploitation type of victims of trafficking across and into the West Midlands,
 - Take strategic action on the information received within the PPTC and across the organisations they represent,
 - Consider other elements of law enforcement, social care, health etc. that might have an effect on child trafficking in the region e.g. UASC transfer scheme,
 - There is also a tactical PPTC which meets in order to address operational concerns and progress work relating to specific cases.
104. In relation to trafficked children, an increased awareness of the NRM process has meant more placements with social services, usually outside the West Midlands and the transference of safeguarding responsibilities to relevant partners in neighbouring force areas. Similarly, our local partners inherit NRM referral Child PVOTs from other force areas.

105. Investigations are led by FCID for child trafficking/labour exploitation, with support from Child PPU around safeguarding. If there is familial or sexual exploitation within the offending, then investigations are led by Child PPU.

HATE CRIME

106. The Force has a Hate Crime Strategy and a plan to support the delivery of the objectives. These are currently under review, with refreshed documents due for completion by the end of 2017. Chief Supt Chris Johnson is force lead for hate crime, with DCI Tony Morris the deputy lead.
107. *Hate crime is any criminal offence committed against a person or property that is motivated by hostility towards someone based on their actual or perceived disability, race, religion, gender identity or sexual orientation, which is a factor in determining who is victimised. A victim does not have to be a member of a group and in fact, anyone could be a victim of a hate crime.*
108. The force has hate crime leads on every NPU and corporate department, who meet quarterly with strategic leads from partner agencies to discuss trends, effective practice, and to review performance. The force also has a strategic lead for each strand (Race, Religion, Sexual Orientation, Gender Identity and Disability) who monitor incidents, offer advice to officers investigating incidents, and review investigations to ensure standards are being met.
109. In the 2016/17 reporting period, recorded hate crime and non-crime incidents for WMP totalled 4,758, which was a 10.47% increase on 2015/16. A similar if not greater increase is anticipated in 2017/18. It is believed that the increases are partly driven by the wider media coverage of high profile attacks such as the terrorist incidents in London and Manchester but also due to an increase in victim willingness to contact the police and report. Despite the increase in reporting levels it is believed that up to 80% of hate crime goes unreported. The issue is especially acute with regard to the disability and gender identity strands of hate crime, where up to 90% goes unreported.
110. Hate crime trends are routinely monitored by Force Intelligence and are available on our briefing system. It is clear from this analysis that levels of hate crime increased sharply following national events such as Brexit or terrorist attacks, where there was a 38% increase against normal levels of reporting following the outcome of the Brexit referendum in June 2016, with a return to more 'normal' levels of reporting within a matter of weeks. This is a similar pattern to that experienced following other major incidents.
111. The NPU leads are actively recruiting new Third Party Reporting Centres within their areas to encourage victims to come forward in a safe environment and report.
112. Work is ongoing to scope a range of methods for dealing with hate crime focussing on victim satisfaction and reducing rates of re-offending. This will include, but is not limited to, restorative justice and/or conditional cautions, with the emphasis on changing the mind-set and behaviour of offenders.
113. The force are also in the process of forming a collaboration with the University of Birmingham for undergraduate students to assist in establishing an evidence based approach to assessing the effectiveness of our various intervention methods.

FINANCIAL IMPLICATIONS

None

LEGAL IMPLICATIONS

Section 11 of the Children's Act 2004 places on the Commissioner the duty that "their functions are discharged having regard to the need to safeguard and promote the welfare of children".

This report is requested in support of this duty.

RECOMMENDATIONS

None

ACC Alex Murray (Crime)